

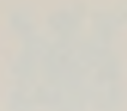


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REPORT
of
THE GRADE 13
IMPLEMENTATION COMMITTEE
on
THE GRADE 13 STUDIES, 1964-1966
Submitted to
The Honourable William G. Davis
Minister of Education
June 27, 1966



REPORT

OF

THE CHAIRMAN

IMPLEMENTATION COMMITTEE

ON

THE CHAIRMAN'S REPORT, 1964-1965

PRESENTED TO

THE HONOURABLE MEMBER OF PARLIAMENT

MINISTER OF EDUCATION

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THE GRADE 13 IMPLEMENTATION COMMITTEE

Toronto, Ontario,
June 27, 1966.

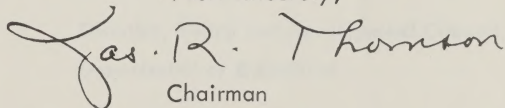
Dear Mr. Davis:

The Grade 13 Implementation Committee, which you appointed in August, 1964, to facilitate and expedite further studies along the lines suggested by The Grade 13 Study Committee, 1964, and which in September, 1965, you asked to expand its activities to include similar responsibilities with respect to the recommendations of the General and Advanced Committee, presents this report for your consideration.

The fact that the members of the Grade 13 Implementation Committee personally support in principle the recommendations of the two major study committees lent zest to the task.

The members of the Committee appreciate the opportunity which has been theirs to serve you and through you the people of Ontario in what is recognized as a very important area in the field of education.

Yours sincerely,



Chairman

Honourable William G. Davis,
Minister of Education,
44 Eglinton Avenue West,
Toronto 12, Ontario.

THE IMPLEMENTATION COMMITTEE

MR. J. R. THOMSON.....	<i>Assistant Superintendent of Secondary Education, Department of Education (Chairman)</i>
MR. P. H. CUNNINGHAM.....	<i>Superintendent of Business Administration, Department of Education</i>
DR. JAMES A. GIBSON.....	<i>President of Brock University, St. Catharines</i>
DR. ROBIN S. HARRIS.....	<i>Principal of Innis College, University of Toronto</i>
DR. R. W. B. JACKSON.....	<i>Director, Department of Educational Research, Ontario College of Education</i>
MR. M. B. PARNALL.....	<i>Superintendent of Curriculum and Text-Books, Department of Education</i>
MR. J. BASCOM ST. JOHN.....	<i>Director, Policy and Development Council, Department of Education</i>
DR. C. A. BROWN.....	<i>Registrar, Department of Education (Secretary)</i>

*Positions indicated are those held at
the time of appointment in August, 1964*



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FOREWORD

The immediate concern of the Implementation Committee, on its appointment by the Minister in August, 1964, was to satisfy itself that effective action was being taken on those recommendations of The Grade 13 Study Committee which had been already approved by the universities and the Minister.

Implicit in the assignment, however, was the need to foster active consideration of the recommendations which had not as yet been approved, with a view to ensuring that all aspects of the study committee's report would be investigated thoroughly by appropriate groups and individuals.

One of the recommendations that received immediate approval was the appointment of a committee to consider in detail the proposal for two levels of instruction in the Matriculation Year. The Minister appointed a General and Advanced Committee in September, 1964, and its report was submitted in March, 1965. In September, 1965, the Minister requested the Implementation Committee to follow up the recommendations of this Committee.

The Implementation Committee has met on nineteen occasions; it has carried out the various activities which seemed to be necessary in order to have the current Grade 13 studies pursued along the lines suggested in the original report. Throughout its two-year term of service the Committee has enjoyed the whole-hearted support of the schools, the universities, and the Department. So wide-spread and thorough has been the participation, so genuine and informed has been the interest on the part of educational personnel and of many other citizens, that the Committee has no hesitation in stating that, in its opinion, this report presents the general consensus on the Grade 13 situation and on the proposals for its improvement.

In the course of its work the Implementation Committee has kept in mind the valuable committee studies of previous years, some of them carried out by groups and individuals who contributed to the recent studies. It should surprise no one to learn that some of the recommendations of The Grade 13 Study Committee had been made by earlier committees, notably the Special Committee of the University Matriculation Board in 1961. But the recommendations this time came from a study which was more widely publicized and consequently more genuinely representative of educational thought in the Province than were any of the earlier investigations. Also, the Report of The Grade 13 Study Committee presented the background of the current Grade 13 situation, and the arguments upon which recommendations were based, in a manner which was more efficient and more effective than any previous effort of a similar nature.

Further, there was by 1964 a heightened sense of urgency and a receptive recognition that changes must be made, not only in the examination scheme but in the fundamental approach to Grade 13. The following quotation, which appeared on the cover page of the Report, summed up the educational feeling of the day: "The climate of opinion is favourable ... and there are special circumstances which suggest that now is the time to act."

In this report the Implementation Committee has chosen to refer briefly to earlier studies as a matter of historical record, and then to devote a chapter to each of the three major stages of the current series of studies. The final chapter supports the Committee's conclusion that the Grade 13 studies of the past two years have been very much worthwhile and that the findings and the changes already resulting from those findings will have a significantly beneficial effect not only on Grade 13 but on the whole educational system of Ontario.

Chapter 1

Early Studies of Grade 13 Problems

The problems of Grade 13, particularly those related to the marking of Departmental examination answer papers, have been under intensive study for the past ten years. In the mid-1950's the Director of the Department of Educational Research of the Ontario College of Education was making his provocative predictions regarding the numbers of Grade 13 candidates to be expected in the 1960's. At the same time, officials of the Department of Education were forecasting changes in marking procedures which up to that time had not been acceptable to the schools and the universities but would have to be adopted if increasing numbers of answer papers were to be marked within a reasonable period of time.

The Atkinson Study of the Utilization of Student Resources, initiated in 1956, has been conducted by the †Department of Educational Research of the of the Ontario College of Education with the co-operation of the Ontario Department of Education and the Ontario universities. The study was designed to discover the careers chosen by students enrolled in Grade 13 during the 1955-56 school year and to indicate the degree of success attained in those careers, e.g. university, science and engineering, nursing, and teaching. In addition attention was focused on financial difficulties and motivational factors with respect to post-secondary careers. Report No. 11, issued recently, confirms the impression that the secondary school record is much the best indicator of success in university work, and that academic aptitude tests may not be so valuable in themselves. There are indications, however, that a combination of the school record and the academic aptitude test results is more useful than either of them taken separately. The findings indicate that the results of the present Grade 13 Departmental examinations are helpful as indicators of later success, but there is no evidence that the examinations in their present form are as necessary as was formerly believed.

The Committee on Grade 13 examinations was appointed in 1958 by the Honourable W. J. Dunlop, then Minister of Education, "to study ways of coping with increasing numbers of candidates, particularly with a view to maintaining the present date for the release of Grade 13 examination results". This was the forerunner of a series of committees which have dealt not only with examinations but with all aspects of the final year of the secondary school. The appointment of the Committee on Grade 13 Examinations, composed as it was of representatives of the Registrar's Branch, the Secondary Education Branch, and the Department of Educational Research, not only illustrated the growing spirit of co-operation among the Branches of the Department but also laid the foundation for the introduction of objective-type testing in Grade 13 and of electronic data processing of examination marks.

The Committee, which has functioned continuously since its establishment, has been responsible for the refinements in marking procedures introduced in recent years; for arrangements for visits by secondary school inspectors and practising teachers to the Educational Testing Service at Princeton, New Jersey; for the preparation of sample single papers in the languages; for building, with the help of

† Now The Ontario Institute for Studies in Education

teachers, banks of objective-type test items; and for the development of the system of scaling first-instance marks.

The Minister of Education, the Honourable William G. Davis, stated in the Legislature on March 31, 1966, that through the work of the Committee on Grade 13 Examinations, and with the co-operation of all concerned, the Department has had some measure of success in "holding the line" so far as the marking of papers is concerned. This has provided an opportunity for a re-assessment of the educational implications of the uniform external examination and of the Grade 13 year itself, in a climate much more favourable to necessary change than would have been the case a few years previously.

Earlier, on Friday, January 31, 1964, the Minister had summarized for the Legislature the studies which had been carried out during the period from 1956 to 1963. After discussing the activities of the Committee on Grade 13 Examinations he continued, in part:

I should say at this point that of all the recent Grade 13 studies of which I have heard, none has dealt with the examinations alone. It is obvious that in Ontario there is a large body of informed opinion which believes that while a good deal can be said in favour of Grade 13, it is urgent that consideration be given to a review of this particular year of secondary education.

A Special Committee of the University Matriculation Board, reporting jointly to the Board and the Minister in 1961, summed up much of the current thought in these words:

"There is much evidence at our disposal that the Senior Matriculation year should not only be a better liaison between secondary school and university than it is, but also a richer educational experience for all students, whether they propose to go either to University or directly to some form of employment. This experience might be provided by the incorporation of a less restrictive prescription of courses, by the encouragement of wider reading, and by more exercise in analysis and synthesis. The examinations should be such as to measure intellectual power and the understanding of a subject rather than detailed factual knowledge."

After consideration of the whole situation I have come to the conclusion that the time is opportune for a comprehensive study of the nature and function of the Grade 13 year in our educational system. Accordingly I am naming a committee which will be representative of the Department, the schools, the universities, and the school boards, to look into this question and to recommend for my consider-

ation any changes which appear to be necessary and advisable in the Grade 13 year, including the examinations.

The appointment of the Committee to study this very important phase in the education of our young people gives promise of providing a solution to many of the problems of Grade 13.

It is my hope that the Committee will be able, with the assistance of the excellent studies which have been made in the past four or five years by Departmental curriculum revision committees and the other groups I have mentioned, to make a report to me by June the first of this year.

In accordance with this announcement, The Grade 13 Study Committee was appointed by the Minister in February, 1964.

Chapter 2

The Grade 13 Study Committee

The terms of reference for The Grade 13 Study Committee expressed the belief of many responsible persons that the Grade 13 year,

- (a) was a cram year with too much emphasis upon the memorization of factual information, because of (i) pressure of subject content, and (ii) stress upon preparation for the final external examinations;
- (b) should provide a richer educational experience than it did for all students, whether they proposed to go either to universities and other institutions of higher learning or directly to some form of employment; and
- (c) should be a better liaison than it was between the secondary school program and the programs of the universities and other institutions of higher learning.

The Committee reported to the Minister in June, 1964, after four months' study which included consideration of more than 170 briefs from groups and individuals, as well as completed questionnaires from 1600 Grade 13 students and from practically all of the principals of secondary schools, both public and private. The Committee found that a preponderance of opinion indicated the need for change. "Most frequent were complaints about the over-crowded content of the Grade 13 year; the emphasis on factual information rather than the exploration of ideas; the reliance on one set of examinations as the gauge of a student's ability; and, arising from these examinations, a variety of other problems ranging from emotional strain to administrative burdens."

The thirty-seven recommendations contained in the Committee's report were grouped under four main headings, the first three of which corresponded roughly to the specific assignment that the Committee should suggest: (a) changes which might be made immediately to improve the situation; (b) an ideal solution for the problems presented by the situation; and (c) successive steps which might be taken to implement the solution, including means of determining whether the candidates concerned have met satisfactory standards for (i) graduation from secondary school, and (ii) admission to universities and other institutions of higher learning.

Recommendations for the school year 1964-65

The first six recommendations were made mainly as a means of relieving some of the pressure which obviously affected Grade 13 candidates. These recommendations included the removal, from the Grade 13 course of study in each subject, of topics which required a total of approximately three weeks of teaching time; and the preparation of brochures for the guidance of teachers as to the most advantageous use of the additional time which would be at their disposal as a result of the reduction in course content. Further recommendations were for the basing of 25% of the

the final Grade 13 standing in each subject or in each paper, as the case may be, on the recommendation mark which in the opinion of the principal and teacher represented the candidate's proficiency as reflected in his year's work (in the case of English and Français the 25% was to be based on the candidate's proficiency in writing as indicated by essays which he wrote during the year); and for the preparation of relatively shorter examination papers, with fewer questions and more options, and with the relative values of the questions shown in order that the candidates might have a better opportunity to select the questions he wished to answer from among the options and more time to review his written work and thus present more carefully prepared answers.

Recommendations Nos. 7 and 10 were intended to assist in having the papers marked, and the results released, at a reasonably early date. They included the substitution of one three-hour paper in each of the languages, including English and Français, for the two traditional two-and-a-half-hour papers, and two hour papers in the other subjects except Problems, in which the paper was to be increased from two-and-a-half to three hours. These changes, with the exception of the inclusion of English and Français, had been recommended by the Special Committee of the University Matriculation Board in 1961; indeed they had already been announced.

All of the recommendations for the 1964-65 school year were accepted by the universities and the Minister, and were implemented as recommended.

Recommendations for the school year 1965-66

The first two recommendations for the school year 1965-66, Nos. 11 and 12, dealt with the continuance of the changes effected for 1964-65 with the exception that 35% (in place of the 25% of 1964-65) of the Grade 13 standing was to be based on the year's work. These arrangements were approved by the universities and the Minister.

Recommendation No. 13 suggested a three-hour examination in the new Biology course in place of the former separate examinations in Botany and Zoology. However, a subsequent decision regarding the weight to be assigned to Biology placed it in the two-hour group.

Recommendation No. 14 suggested the discontinuance of the Secondary School Honour Graduation Diploma after the school year 1965-66. This recommendation was predicated upon the adoption of certain other recommended changes in the Grade 13 year which have not in all instances been adopted. In these circumstances, and particularly in the light of recently-announced elimination of the Grade 13 Departmental examinations, the Implementation Committee has recommended to the Minister that further consideration be given to the status of the Secondary School Honour Graduation Diploma.

Recommendations Nos. 15 to 19 concerned steps which should be initiated during 1964-65 and continued during 1965-66, with a view to their culmination in later years. To quote from the Report of The Grade 13 Study Committee, " .. there

is no point in relieving the pressure of course content, even as a temporary measure, unless the teachers and students concerned are to profit from that relief. Neither is there any point in planning for a more lasting adjustment and revision of content for the future unless plans are made by universities and other institutions of higher learning to require fewer subjects for admission."

In Recommendation No. 15 the Committee urged that steps be taken to revise the secondary school courses affecting the year at present designated as Grade 13, on the basis of two levels of instruction. This recommendation is discussed at some length in Chapter 3.

Recommendation No. 16 advised that the universities be requested to review their admission requirements and to consider reducing the number of subjects required for admission in September, 1966. In line with this recommendation, the universities have announced admission requirements for September, 1967 upon the basis of four subjects (or 7 credits) in Grade 13 rather than the present five subjects (or 9 credits). This decision, which has been sought for several years by various committees and study groups as a means of relieving some of the pressure on Grade 13 students, does, however, create situations which will require careful attention. First, there is the tendency for the universities to lay down requirements in Grade 12, and second, the reduction in the number of subjects tends to narrow the Grade 13 foundation, especially where schools insist upon English being a compulsory subject in Grade 13.

Recommendation No. 17 referred to marking problems; it was dealt with by the Department.

In Recommendation No. 18 the Committee, impressed by the complaints of delays in university registrations arising from the problems of handling multiple applications, advocated the establishment of a central admissions office. The universities are making progress in dealing with this problem.

Recommendation No. 19 took cognizance of the growing dissatisfaction with the concept of uniform external examinations and the trend, which the Committee supported, toward elimination of these examinations and the eventual accreditation of schools. It urged that the Department study the problem of securing comparable marks from the various schools under the proposed system of using the recommendations of principals and teachers. This matter is under study in the Department; it has become urgent in view of the Minister's announcement to the Legislature on March 31, 1966 that no Grade 13 Departmental examinations will be provided in 1968 and subsequent years. The Minister stated that the universities will use the school record as well as the aptitude and achievement tests prepared by the Service for Admission to College and University and that the responsibility for conducting school leaving examinations at the Grade 13 level will be turned over to the schools.

Recommendations for the Four-Year Period, 1966-70

The Grade 13 Study Committee envisaged the four years from 1966 to 1970 as a transition period between the present Grade 13 situation and the ideal solution

which was recommended. Briefly the Committee envisaged for 1970-71 a situation in which (a) the present 13-year program would be re-organized to constitute a 12-year program; (b) an adequate number of community colleges would provide an alternative post-secondary education for those who did not plan to attend university; the final year of secondary school (the new Grade 12) would offer two courses: (i) the Matriculation Year (or Course) which would be a year of preparation for university and other institutions or vocations requiring similar academic standing, and (ii) a course leading to graduation from secondary school and to admission to community colleges; (c) instruction in the final year of secondary school would be offered at two levels; (d) the number of subjects required for university admission would be four in place of the present five; and (e) the Grade 13 Departmental examinations would be replaced by a college entrance type of examination and greater emphasis upon the school record of the candidate.

Recommendations Nos. 20 to 27 were designed to facilitate the adoption of the ideal solution. The principles which underly these eight recommendations were accepted tacitly by the Minister and the universities as guidelines for consideration of the relevant part of the Report of The Grade 13 Study Committee.

Recommendations for the Implementation of the Basic Recommendations

In Recommendations Nos. 28 to 37 The Grade 13 Study Committee suggested the means by which its first twenty-seven recommendations might be implemented. In line with this group of ten recommendations, (a) the Implementation Committee was appointed; (b) reductions were made in the content of the Grade 13 courses of study; (c) the General and Advanced Committee was appointed to give detailed consideration to the proposal for two levels of instruction in Grade 13; and (d) the plan for Colleges of Applied Arts and Technology was given increased impetus.

The recommendation of The Grade 13 Study Committee which has been accorded most wide-spread and most representative consideration is the one which deals with two levels of instruction. So important was that recommendation that the following chapter is devoted exclusively to it.

Chapter 3

The General and Advanced Committee

The Matriculation Year (or Course) as envisaged by The Grade 13 Study Committee would be one in which a student might profit from the benefits of both a general education and a degree of specialization. Consequently the Committee proposed that instruction be offered at two levels. The advanced level would provide for the student with special interests and abilities in certain subjects the opportunity to do more highly concentrated work. Other students might select the general level of the same course in order to follow a less intensive interest or to avoid too narrow an education. The Grade 13 Study Committee pointed out that a thorough study of the structure and implication of the two levels should be the function of a new committee whose appointment it recommended. The Committee believed, however, that there was sufficient evidence upon which to base its approval of the principle of two levels.

The suggestion that there be two levels was not a new one. In 1957 the Department of Education provided experimental examinations (based on the same course of study) at two levels in French and Mathematics. The results of that experiment were inconclusive, and the proposal was not followed up. In 1961 the University Matriculation Board asked its Special Committee, which was referred to earlier, to consider the possibility of adopting the examination system (and presumably the course in Grade 13) to the needs of two types of students: (i) those who were proceeding to the universities, and (ii) those for whom Grade 13 constitutes school leaving. It may be of interest to note that the Special Committee recommended that for the present (1961) at least no steps be taken toward the establishment of a dual system of examinations at the Grade 13 (Senior Matriculation) level. It can only be assumed that in the absence of any alternative type of post-secondary education and indeed in the absence of any official indication of the probability of such, the Special Committee saw no point in recommending that change. Later, the introduction of the Reorganized Program (in 1962) with its Five-Year Program and Four-Year Program, along with the developing interest in the establishment of Colleges of Applied Arts and Technology, placed the proposal for differentiation of Grade 13 courses in a different light.

The Minister appointed, in September, 1964, a representative committee of twenty-three persons, known as the General and Advanced Committee, under the chairmanship of Mr. A. H. Dalzell, Assistant Superintendent in the Supervision Division of the Department of Education, to make a thorough study of the proposal for two levels of instruction, including investigation of these topics: (a) the broad objectives of general and advanced study; (b) the appropriateness of offering instruction at both general and advanced levels in each subject; (c) the relative merits for each subject of having (i) a plan in which the general level is a core, with advanced level going beyond, and (ii) a plan involving two different courses; and (d) the approximate amount of time per week which should be devoted to each level in the various subjects.

The General and Advanced Committee, during its five months of work, held ten meetings, reviewed more than sixty briefs submitted to it by individuals, school and university staffs, the Grade 13 Committee of the Ontario Teachers' Federation, the Ontario Secondary School Headmasters' Council and others, and drew also upon the knowledge and experience of its members.

The Committee members realized early in their deliberations that they could not, in the time available, prepare a report which would be exhaustive. They recognized also that they should not suggest changes with the thought that they could be implemented without further investigation by the people who would be responsible for implementing them.

The General and Advanced Committee saw as its responsibilities first (a) the delineation of the practical implications of the proposal for two levels of instruction; then (b) the listing of topics which might be considered under each heading which they suggested; and finally (c) the expression of opinions gained from briefs and from their own discussions, to serve as a guide for further study.

The Committee organized its views under the following headings, in addition to the four which were mentioned in its terms of reference as outlined on page 10: the number and level of subjects in the normal program, the need for updating of teachers and others involved in the change, the need for pilot studies in each of the two levels, the courses of study, text-books, examinations, library and laboratory facilities, teacher load, the needs of French-speaking students, and the problems of the smaller schools.

One of the most valuable statements made during the Grade 13 studies of the past two years is the General and Advanced Committee's summary of the broad objectives for two levels, which is quoted below:

- (a) the provision of courses better suited to the interests, needs and abilities of all students;
- (b) the provision of an opportunity for students to take a wide-ranging and philosophical approach to their studies;
- (c) the development of a more effective use of oral and written communication in all subjects;
- (d) the provision of an opportunity for a student to delve into specialized aspects of some subjects in which he is keenly interested; and
- (e) the development of more individual student activity and responsibility.

These objectives, according to the Committee, can be achieved by a less rigid prescription of courses and by the encouragement of wider

reading and more independent study. Characteristic of the changed attitude will be a greater use of library, audio-visual, and laboratory facilities, with less dependence upon the classroom lesson.

The Committee believes that the aim in proposing general and advanced levels of study is to ensure a new approach by both teacher and student in Grade 13. The year will not necessarily be easier or harder, but will have a fundamentally different way of looking at subjects of study.

The General and Advanced Committee, with the concurrence of the Grade 13 Implementation Committee, presented its report to the Minister in March, 1965. The twelve recommendations of the Report include a number which are either of a facilitating or expediting nature or are complementary to others. The opinions of the Committee are, however, summarized in four major recommendation areas. All of these areas recognize that the concept of General and Advanced Levels is new to Ontario teachers and that, despite the Committee's support of it in principle, additional close study must still be given to the practical implications.

The Committee recommended that representative subject committees be established under the direction of the Program Branch to study and to prepare broad tentative outlines of courses as guides for experimentation and as an indication to the universities of what they might expect from students taking each level.

It was also recommended that certain schools be requested, in co-operation with the Department of Education, to experiment in different ways with General and Advanced Levels of instruction in Grade 13 during 1965-66 and that arrangements be made with the universities for admission and for safeguarding scholarship and bursary privileges of any students who took part in experimental work.

The need for orientation and upgrading of teachers and others concerned with respect to General and Advanced Levels was the basis for another recommendation which included a reference to the desirability of financial support from the Department for this work.

The Committee further recommended that a study be made of changes which would be required in the physical facilities and administrative organization of schools in order to implement the two levels of instruction.

After considering the Report of the General and Advanced Committee, the Minister announced that further detailed study would be made along the lines suggested, with the exception that there would not be any field testing or experimentation in the schools during 1965-66 with respect to the proposal for General and Advanced Levels. The Minister expressed the opinion that it might be well to spend the school year 1965-66 in consolidating the plans for possible implementation of the proposals and in preparing basic course outlines which had been suggested.

Chapter 4

The 1965-66 Stage of the Grade 13 Studies

The central theme of the 1965-66 stage of the Grade 13 studies was the proposal for two levels of instruction, General and Advanced, in most or possibly all of the Grade 13 subjects. This proposal has been put forward by The Grade 13 Study Committee; it had been accorded what appeared to be favourable acceptance in principle by the schools and the universities; it had been debated at considerable length and in considerable depth by the General and Advanced Committee for the purpose of setting up guidelines for detailed study of its practical implications.

After some nineteen months of intensive study of the Grade 13 situation the time had come, in September, 1965, when this major recommendation for improvement must be removed from the area of theoretical consideration and put to the test of actual practicability.

The Minister announced in October, 1965, that he had asked the Implementation Committee, the members of which had been directly involved from the beginning of the investigation, to be responsible for the direction of the final stage of the studies. The Minister posed several questions for consideration by the schools and the universities.

1. Is it possible to differentiate by means of course outlines (such as those recommended) between the proposed General and Advanced Levels of instruction?
2. Can the universities of the Province determine whether a combination of General and Advanced Level standings with some reduction in the total number of Grade 13 subjects to be studied is likely to result in a more suitable preparation for university work than exists at present?
3. Is the proposal (for General and Advanced Levels) capable of being implemented in the secondary schools with respect to teaching staffs, accommodations, equipment, and time-tables?
4. How can secondary school teachers best be assisted to cope with the problems of two levels of instruction and with the related problems of keeping informed of the latest developments in the various subject areas?

Teachers, as well as officials in supervisory and administrative positions, in the schools and the universities were asked to investigate the possibility and the practicability of the proposal for two levels of instruction in Grade 13 from the standpoints mentioned above.

In November, 1965, the Grade 13 Implementation Committee convened a meeting of twenty-five representative persons, referred to as the Feasibility

Committee, to discuss the proposal. There appeared to be fairly general agreement with the broad objectives of instruction at two levels as outlined in the Report of the General and Advanced Committee. Some doubt was expressed, however, whether the use of the two levels is the best method to attain those objectives, at least for the immediate future.

Teachers, principals, and supervisory officials were reluctant to commit themselves to immediate implementation of the proposal and expressed the need to move slowly into this new and complex area. Problems of teacher-orientation, teaching load, accommodation, and time-tabling suggested to some the advisability of an intermediate step which would focus attention upon study in depth.

The university representatives expressed some misgivings concerning the availability of enough secondary school teachers who would be qualified to teach at Advanced Level, the possible disadvantage to students of choosing a field of specialization too early, the difficulty of choosing the science subjects which should be taken at Advanced Level, and the problem of presenting university work to students with different backgrounds.

The representatives of secondary and private schools who were present agreed to discuss more fully with their colleagues the problems which were raised and to report their findings to the group at a later date.

In the meantime, under the direction of the Program Branch, broad suggested outlines of Grade 13 courses at General and Advanced Levels were being prepared by committees representing the schools, the universities, and the Department. The courses were distributed to the schools and the universities during February, 1965; they were subjected to what was obviously a very thorough examination by all the groups concerned.

The proposal for two levels of instruction was thus exposed to a very careful study by all of the groups which would be directly responsible for its implementation. Two final steps were taken. First, the Minister asked the President of each university to let him know by April 15, 1966, whether the concept of General and Advanced Levels of instruction in Grade 13 is acceptable to his University for the purpose of admission requirements. Second, the Feasibility Committee was called to a second meeting on April 22, 1966, to report on the feasibility of the proposal from the standpoint of the schools. In addition to the replies from the Presidents of the universities, the Minister received briefs dealing with English and the sciences from several interested university committees and from two committees in the secondary schools. Both the replies from the Presidents and the briefs from the committees indicated thorough and widely-representative discussion of the proposal.

The Implementation Committee based its recommendation with respect to the introduction of General and Advanced Levels upon the practically unanimous opinions of the three representative groups mentioned:

- (a) the Presidents of the Ontario Universities;

(b) the several committees which submitted briefs; and

(c) the Feasibility Committee.

The consensus of the three groups is that General and Advanced Levels of instruction should not be introduced. In general, the universities find the concept of two levels unacceptable from the standpoint of university admission and preparation; the schools agree and also consider that it is not acceptable from the standpoint of feasibility.

The principal reasons given by both the universities and the schools for the opinion are the following:

1. There has already been significant progress toward the goals listed in the Report of The Grade 13 Study Committee. For example, the year's work is now taken into consideration in the determination of final Grade 13 standing, the number of examinations to be written has been reduced, considerable progress has been made in updating some of the courses (e.g. Biology, Physics, Mathematics), the phasing out of the external Grade 13 Departmental examinations has been announced by the Minister, and much greater opportunities are now available for study in depth. The impact of these changes should be evaluated before another variable is introduced.
2. The proposed two levels of instruction in Grade 13 would force upon students an earlier choice of their eventual university course, with resultant loss of flexibility of decision.
3. The proposal would tend to increase specialization and therefore is contrary to the general trend to broaden rather than to narrow the program in first year university work.
4. The adoption of two levels in Grade 13 would make it necessary for the universities also to provide two levels of instruction in certain courses in the first year.
5. There is some doubt whether there is a sufficient number of secondary school teachers qualified to teach at Advanced Level.

Recommendation

The Implementation Committee was convinced by these and other arguments that it is not in the interest of education in the Province at this time to introduce the General and Advanced Levels. Consequently the Committee recommended to the Minister that the proposal for General and Advanced Levels of instruction be not adopted.

Included in the Minister's statement to the Legislature on June 7, 1966, in connection with his introduction of the Department of Education Estimates for 1966-67 was the announcement that, for the reasons which the Minister outlined, the idea of General and Advanced Levels of instruction has been abandoned.

Chapter 5

Conclusion

The Implementation Committee is now in a position to present this final report on the recommendations of The Grade 13 Study Committee and those of the subsequently-appointed General and Advanced Committee. The members believe that so far as is practicable at the present time, the recommendations of the two committees mentioned have either been implemented or are in the process of being implemented.

The fact that three of the major recommendations of The Grade 13 Study Committee have not been implemented during its life-time is not to the Implementation Committee a matter of regret. The following comments are made in explanation of this statement.

- (a) The recommendation that the 13-year programme be reorganized on a 12-year basis, has not yet been accepted. This suggested change is more easily proposed than made. Any reorganization of this nature which will retain the elements which are considered necessary to maintain present standards and to provide for individual differences of students will require time for planning and eventual implementation. However, the recommendation is under intensive study.
- (b) The proposal for General and Advanced Levels of instruction in Grade 13 has been rejected. However, the opinions of the schools and the universities were given only after a careful and widespread cooperative study, in the course of which it became evident that much of the anticipated value of the two levels will nevertheless find its way into the teaching in the schools and the universities. In reaching his decision to abandon the idea, the Minister was undoubtedly guided by the results of the very extensive study which was made by those who would be required to implement the proposal if it were accepted.
- (c) The Matriculation Year (or Course) was proposed as a means of restoring Grade 13 to its original purpose as a year of preparation for university work. The Grade 13 Study Committee, in its Interim Report, proposed that students who were not bound for university or for vocations requiring similar academic qualifications would complete their secondary school education at the end of the present Grade 12, and would then in many cases proceed to a community college. Thus Grade 13, or its proposed successor, the Matriculation Year, would be restricted to those who require the university-admission type of education. The Ideal Solution, which the Committee considered possible by 1970, would have a reorganized program of twelve years. The final year, Grade 12, would provide two courses: (i) the Matriculation Year (or Course), and (ii) the course for those who do not plan to attend university.

Regardless of whether the concept of the Matriculation Year (or Course) is adopted at some time in the future, the members of the Implementation Committee believe that with the anticipated development of the Colleges of Applied Arts and Technology as an alternative type of post-secondary education, the eventual differentiation of courses in the final secondary school year is likely to ensue.

The members of the Grade 13 Implementation Committee believe that the purpose of the Grade 13 studies of the past two years has been achieved. For convenience, the statements in support of that belief have been related, in the following paragraphs, to the alleged weaknesses of Grade 13 which were listed on page 6.

(a) Grade 13 as a cram year

The Committee believes that steps have been taken which have eliminated or are in the process of eliminating much of the cramming which has undoubtedly been characteristic of the senior year of secondary school. The announced decision of the universities to require Grade 13 standing in four subjects (or 7 credits) instead of five subjects (or 9 credits) will do much to reduce the load of the student. The deletion of certain topics from each of the Grade 13 courses for the past two years and for 1966-67 has further alleviated the situation.

The pressure from external examinations has been reduced significantly by the arrangement that 25% (35% for 1965-66) of the final Grade 13 standing be based on the year's work of the student as expressed by the teacher's mark. The discontinuance of the Grade 13 Departmental examinations, announced for 1967-68, is intended to reduce further the pressure from external examinations. The establishment of the Service for Admission to College and University with its college entrance type of examination, along with greater dependence upon the student's school record, is in line with those of the Grade 13 Study Committee's recommendations which were aimed at making Grade 13 less of a cram year.

(b) A richer educational experience

An important feature of the richer educational experience which is sought is "study in depth". Curriculum S.8, issued for 1964-65 and 1965-66, and planned for 1966-67, not only indicates certain deletions from the Grade 13 courses to reduce subject content, but also gives suggestions to teachers for study in depth. Departmental inspectors, through memoranda, seminars, and visits to teachers, have added their assistance to the "study in depth" movement.

The broad suggested outlines of courses at the proposed General and Advanced Levels, which were prepared at the Minister's direction, provide teachers with suggestions for study in depth and lay the foundation for this type of approach in later curriculum revisions. The intensive study by a great many teachers, principals, and supervisors of the whole Grade 13 problem, and particularly of the proposed two levels of instruction, where the various factors had been clearly outlined by the General and Advanced Committee, has encouraged them to consider the provisions for a richer educational experience which are still possible even though the recommendation for General and Advanced Levels has not been implemented. Among these possibilities are a less rigid prescription of courses, since the external examination is to be eliminated; more personal responsibility for the student; greater use of library and laboratory facilities and less of the traditional classroom practices; and more dependence upon the term mark as a measure of proficiency.

(c) Liaison between the schools and the universities

The wide-spread involvement of both school and university staffs in the Grade 13 studies as a whole and in the preparation of the course outlines in particular has not only been valuable from a professional standpoint, but has brought these two levels of the educational system closer together than they have ever been before. Also, the universities are assisting the schools through (a) provision of summer and winter courses for the updating and upgrading of secondary school teachers; (b) the publication of calendar summaries which assist guidance officers and graduating students in their choice of university course; (c) arrangement of meetings between university professors and secondary school teachers; and (d) appointment of former secondary school personnel as liaison officers with the schools. The schools on their part are anxious to work more closely with the universities and are seeking more opportunities for mutual assistance in the interests of the students.

The Committee believes that the past two years have seen the development of a greater understanding of each other's aims and problems on the part of the schools and the universities, and the foundation has been laid for close liaison, especially between teachers and professors of the same subjects, in the years ahead.

Two years to the day have elapsed since The Grade 13 Study Committee presented its report to the Minister. It is likely that few study committees, in education or any other field, have found their analysis of an increasingly difficult situation to be so generally understood and appreciated. Undoubtedly there have been few occasions in which a study of this type has involved such a large percentage of

the persons who are directly or indirectly concerned. Probably few study committees have produced recommendations which were as timely, as acceptable to so many people, and as speedily implemented, as were those of The Grade 13 Study Committee.

Without question, the studies of the past two years have ensured that in future Grade 13 will provide a much more satisfactory educational experience than it has offered in recent years. Furthermore, the changes already made, as well as those to come, in this senior year are certain to have a beneficial effect on the work of all grades in the elementary and secondary schools.

This has been a period of co-operative study with its opportunity for professional growth on the part of secondary school teachers and university professors and its promise of improvement in academic program for students. Ontario education now moves with confidence into an era of consolidation, where the work of the study committees and the resulting knowledge and inspiration will be translated into practice in the classrooms and throughout the school system.

